

## Message Text

LIMITED OFFICIAL USE

PAGE 01 STATE 099597  
ORIGIN EUR-12

INFO OCT-01 ISO-00 CIAE-00 COME-00 DODE-00 DOTE-00  
EB-07 FMC-01 INR-07 NSAE-00 CG-00 DLOS-09 OES-07  
SS-15 NSC-05 L-03 H-01 VO-03 FBIE-00 INSE-00  
SCS-03 SCA-01 /075 R

DRAFTED BY EUR/SOV:JTREICHEL:DKM  
APPROVED BY EUR/SOV:MGARRISON  
EUR/SOV:WHEDGAR  
COMMERCE/MARAD:RBOURDON  
-----031459Z 110235 /42  
P 031423Z MAY 77  
FM SECSTATE WASHDC  
TO AMEMBASSY MOSCOW PRIORITY  
INFO AMCONSUL LENINGRAD PRIORITY

LIMITED OFFICIAL USE STATE 099597

E.O. 11652: N/A

TAGS: CVIS, UCLR, NO, UR, US

SUBJECT: PASSENGERS OF US CARGO SHIPS IN SOVIET PORTS

REF: MOSCOW 5548

1. FOLLOWING ARE DETAILS ON PROBLEM OF PASSENGERS ON  
US CARGO SHIPS FOR FURTHER DISCUSSION WITH PALADICH:
2. AFTER THE ESTABLISHMENT OF LINER SERVICE INTO  
SOVIET PORTS BY LYKES BROS., LYKES BEGAN RUNNING CARGO  
VESSELS CARRYING 4-12 PASSENGERS INTO SOVIET PORTS ON  
REGULAR BASIS. WHILE CREWMEMBERS OF THESE VESSELS  
HAVE BEEN ABLE TO GO ASHORE ROUTINELY, A SUBSTANTIAL  
PART OF THE PASSENGERS HAVE NOT. PROBLEM DOES NOT  
LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 02 STATE 099597

INVOLVE LARGE NUMBERS OF PASSENGERS BUT IS PERSISTENT  
IRRITANT, BECAUSE SEVERAL PASSENGERS WHO HAVE BEEN  
DENIED SHORE PRIVILEGES IN SOVIET PORTS HAVE WRITTEN  
LETTERS OF COMPLAINT TO THEIR REPRESENTATIVES IN  
CONGRESS. ALTHOUGH WATERMAN STEAMSHIP CO. RUNS LINER  
SERVICE INTO LENINGRAD, IT IS DEPARTMENT'S UNDERSTANDING  
THAT WATERMAN'S SHIPS CARRY NO PASSENGERS AND PROBLEM

IS CONFINED TO LYKES'S VESSELS.

3. LYKES HAS PROVIDED THE FOLLOWING DATA ON PASSENGER CARRYINGS IN 1976 BROKEN DOWN BY PORT:

ODESSA -- 4 SHIPS CARRYING 44 PASSENGERS; MOST OF THE PASSENGERS WERE ALLOWED ASHORE;  
ILYICHEVSK -- 8 SHIPS CARRYING 55 PASSENGERS; SOME OF THE PASSENGERS WERE ALLOWED ASHORE, SOME WERE NOT;  
KHERSON -- 4 SHIPS CARRYING 43 PASSENGERS; SOME ALLOWED ASHORE, SOME WERE NOT;  
NAKHODKA -- 8 SHIPS CARRYING 32 PASSENGERS; NONE ALLOWED ASHORE.

4. US HAS RAISED THIS ISSUE SEVERAL TIMES WITH SOVIETS IN FORUM OF US-SOVIET MARITIME NEGOTIATIONS. DURING MARITIME NEGOTIATIONS IN WASHINGTON IN OCTOBER, 1975, ASSISTANT SECRETARY OF COMMERCE ROBERT J. BLACKWELL REQUESTED OF HIS SOVIET OPPOSITE NUMBER, IGOR AVERIN, CHIEF OF FOREIGN RELATIONS OF THE MINISTRY OF MERCHANT MARINE THAT HE USE HIS GOOD OFFICES TO OBTAIN A RESOLUTION OF THIS PROBLEM. PROBLEM, HOWEVER, HAS REMAINED.

5. SOVIETS HAVE SOMETIMES MAINTAINED THAT ROOT OF PROBLEM IS AT INTOURIST WHICH IS NOT INTERESTED IN DEALING WITH SMALL NUMBER OF US-CITIZEN PASSENGERS ENTERING SOVIET PORTS ON MERCHANT SHIPS. AT OTHER TIMES, PROBLEM HAS APPEARED TO BE AT CONSULAR SECTION LIMITED OFFICIAL USE

LIMITED OFFICIAL USE

PAGE 03 STATE 099597

OF SOVIET EMBASSY IN WASHINGTON. IT IS PARTICULARLY DIFFICULT TO GET CLEAR UNDERSTANDING OF THE MATTER WHEN SOME PASSENGERS APPEAR TO HAVE BEEN ALLOWED ASHORE IN BLACK SEA PORTS AND OTHERS HAVE NOT, AND WHEN NONE HAVE BEEN ALLOWED ASHORE IN NAKHODKA. DEPARTMENT FINDS THIS SITUATION PARTICULARLY DISTURBING IN LIGHT OF USG'S EFFORTS TO ENSURE THAT SOVIETS ON SHIPS WHICH MAKE 1,200 CALLS IN US PORTS ANNUALLY ARE ABLE TO GO ASHORE.

6. DEPARTMENT APPRECIATES PALADICH'S SUGGESTION THAT WE RAISE MATTER WITH MARITIME ATTACHE DZHAVAD. WE WERE, IN FACT, PLANNING TO MAKE FORMAL REPRESENTATION ON THE MATTER TO THE SOVIET GOVERNMENT, NOW THAT OTHER MARITIME PROBLEMS APPEAR TO HAVE BEEN RESOLVED. WE WOULD APPRECIATE KNOWING, HOWEVER, WHAT PALADICH THINKS WILL BE ACCOMPLISHED BY RAISING THE QUESTION HERE WITH DZHAVAD. PERHAPS THE FURTHER DETAILS PROVIDED ABOVE WILL ENABLE PALADICH TO RESOLVE THE PROBLEM WITHOUT

AN ADDITIONAL APPROACH TO THE SOVIET EMBASSY HERE.

VANCE

LIMITED OFFICIAL USE

NNN

## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01-Jan-1994 12:00:00 am  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** n/a  
**Control Number:** n/a  
**Copy:** SINGLE  
**Sent Date:** 03-May-1977 12:00:00 am  
**Decaption Date:** 01-Jan-1960 12:00:00 am  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 22 May 2009  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1977STATE099597  
**Document Source:** CORE  
**Document Unique ID:** 00  
**Drafter:** JTREICHEL:DKM  
**Enclosure:** n/a  
**Executive Order:** N/A  
**Errors:** N/A  
**Expiration:**  
**Film Number:** D770154-1088  
**Format:** TEL  
**From:** STATE  
**Handling Restrictions:** n/a  
**Image Path:**  
**ISecure:** 1  
**Legacy Key:** link1977/newtext/t19770599/aaaadhnz.tel  
**Line Count:** 119  
**Litigation Code IDs:**  
**Litigation Codes:**  
**Litigation History:**  
**Locator:** TEXT ON-LINE, ON MICROFILM  
**Message ID:** b4cd309b-c288-dd11-92da-001cc4696bcc  
**Office:** ORIGIN EUR  
**Original Classification:** LIMITED OFFICIAL USE  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 3  
**Previous Channel Indicators:** n/a  
**Previous Classification:** LIMITED OFFICIAL USE  
**Previous Handling Restrictions:** n/a  
**Reference:** 77 MOSCOW 5548  
**Retention:** 0  
**Review Action:** RELEASED, APPROVED  
**Review Content Flags:**  
**Review Date:** 11-Mar-2005 12:00:00 am  
**Review Event:**  
**Review Exemptions:** n/a  
**Review Media Identifier:**  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**SAS ID:** 2653768  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** PASSENGERS OF US CARGO SHIPS IN SOVIET PORTS  
**TAGS:** CVIS, OCLR, NO, UR, US  
**To:** MOSCOW  
**Type:** TE  
**vdkgvwkey:** odb://SAS/SAS.dbo.SAS\_Docs/b4cd309b-c288-dd11-92da-001cc4696bcc  
**Review Markings:**  
Margaret P. Grafeld  
Declassified/Released  
US Department of State  
EO Systematic Review  
22 May 2009  
**Markings:** Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009